



PUBLIC COMMENT
STAGE ONE

KLUANE NATIONAL PARK PLANNING PROGRAM

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Hon. Warren Allmand, announcing Kluane National Park Planning Program in Haines Junction

The public's participation in the planning of Kluane National Park occurs at three stages of the planning process. The first stage, Information Exchange, has concluded. It began with a press conference on March 31 in Haines Junction and finishes with this report. Over the past four months the members of the planning team - park planner, Bruce Downie, park superintendent, Jim Masyk, chief park warden, Larry Tremblay, and interpretive specialist, Ron Seale have met with hundreds of Yukoners and other Canadians at meetings and drop-in centres. These meetings provided both the public and the planning team with an opportunity to discuss ideas for the future of the park. 95 briefs and letters from other interested Yukoners and Canadians who could not attend the meetings were also received.

The planning team would like to take this opportunity to thank everyone for their ideas, comments and suggestions for the planning of Kluane National Park. We hope that you will continue to help us develop a master plan for the park.

As was described in the introductory pamphlet, public input was one of four main factors to be examined in formulating a master plan. Consideration of the park's natural resources, its national and regional relationships, and the National Parks legislative framework, are also important to the formation of the master plan. The

planning team has begun to analyze and assess all the information gathered in these four areas. This will result in several plan ideas which should be ready for your review early in the new year.

This report is being mailed to all those on our mailing list who reside outside of the Yukon and to all Yukon Households. As the program continues these publications will become larger and more costly to produce and mail. Therefore in the future they will be distributed only to those persons whose names are on our mailing list. (If you received this report in a brown envelope your name is already on our mailing list.) In order to make our mailing list as complete as possible, anyone wishing to continue to participate and receive future publications dealing with the Kluane Planning Program should send their name and address to:

Parks Canada
Public Participation
Area 256 - 200 Range Road
Whitehorse, Y.T.
Y1A 3V1

or phone 668-2116 in Whitehorse

What follows will describe a sample of the complete range of ideas, comments, concerns and questions which have been received during the first stage.

If you wish to read the text of the comments, these are available at the following locations:

The Yukon Archives,
Whitehorse.

Public Participation Office,
Parks Canada,
Area 256 - 200 Range Rd.,
Whitehorse, Y.T.

Kluane National Park Headquarters,
Haines Junction, Y.T.

Parks Canada,
Prairie Regional Office,
114 Garry Street,
Winnipeg, Manitoba.

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To many who spoke or wrote to us, Kluane represented a magnificent area of the world. Its large populations of wildlife, massive glaciers, high mountains, turbulent rivers, unusual and beautiful vegetation and its hostile interior have convinced most that this area is well worth preserving. The question of what the Kluane plan should be; sparked much debate and spawned many interesting and usable ideas. These ideas are presented here, showing how they and their justifications make the task of developing alternative concept plans difficult.

WILDERNESS PRESERVATION

Wilderness was the scene many painted when they thought of the park today. They saw an area which has been virtually inaccessible to the vast majority of Canadians. They told us that this part of the vanishing Canadian wilderness must be preserved for future generations. How to preserve this wilderness became one of the key issues during the information exchange stage.



Mountain goats in Kluane National Park

Some stated that the only way to accomplish this was to keep the park free from man's influence by allowing no development of any kind in the park. They thought that the natural values of the park must be stressed and that the park experience should be in tune with the wilderness. The preservation of the natural environment was of prime importance.

These people wanted Kluane proclaimed a wilderness park. Vehicles or aircraft were not wanted in the park. They stressed natural recreational uses hiking, skiing, climbing. They mentioned that the Territory outside of the park could provide for the other recreational activities. The protection of the park's wildlife, vegetation and landscape was their prime concern.

Some people stated that local and regional concerns should be accommodated only within objectives set in a National and International context. They felt that preservation should be above economic benefit and that National Parks were the only mechanism for preservation in the north.

There were others just as concerned over the protection of the park who at the same time felt that more people should be able to see some of the park's features. Some of these said that any developments or activities should be in tune with the wilderness, causing as little damage as possible.

ACCESS

Kluane National Park is a large generally inaccessible area. The kind of development and use planned for will largely depend on the availability of access into the park, the methods used and where routes are located. There were those who wanted no mechanized access into the park. They felt that this was the best way to preserve the present wilderness character of Kluane. Then there were those who wanted to have access to experience the many features in the park. Those favouring a broad range of methods and locations usually felt that all people regardless of age, health or income should be able to enjoy and benefit from the experience of seeing the animals, glaciers and great mountains of Kluane National Park. Those who felt access should be a limited and controlled opportunity to see the park reasoned that to have more access would endanger and possibly destroy the very things they wished to see but preserve.

Mechanized Ground Access

The most widely used method of access in Canada is the road. Along with its users, it has made a great impact on the landscape of the country. Areas have been opened up to many who otherwise would not have had the chance to enter. Other areas were changed beyond recognition. This problem was at the heart of the question for many people who discussed the use of roads in the park.

On the one hand some felt that roads would allow many people to view, enjoy and benefit from Kluane's wilderness, mountains, wildlife and a few of its great glaciers. Another group stated that one road with stringent controls over its use into one area of the park would provide the public with an opportunity to view a good sample of the park while at the same time causing as little damage to the park as possible. Others said that no matter how carefully a road is constructed it will affect and change the wildlife patterns, damage vegetation and lessen the wilderness experience that many are seeking. This last group felt that no roads should be built into the park. No matter what the position taken by those speaking for or against roads they stressed that every precaution should be taken to be sure that any road built would cause the least damage and preserve as much of the original wilderness as possible.

The present mining roads were also considered. Some felt that they should be upgraded. Others suggested that they be maintained for four wheel drive vehicles and still others recommended that they should be closed and turned into hiking trails. Their arguments for or against closely followed those for roads in general as noted above.

In the debate on roads, attention was focussed on the vehicles to be used on any road into the park. A group favouring the private car said that this mode gave the park visitor more flexibility and leisure in his tour of the park. The other comment heard was that some sort of bus system should be seriously considered so that the impact of a great number of vehicles would be lessened. This would also provide the potential for park visitors to learn more about the park by having a driver/guide point out and explain the features of the park.

Other mechanical means of access were discussed. Most people who spoke of All Terrain Vehicles and

Trail Bikes were opposed to their use in the park. The question of Snowmobiles generated a more specific discussion. Some felt that the snow machine would provide good winter access into the park and if properly regulated and policed should cause little damage on the old mining roads and any new trails. At the same time they would allow people to see and appreciate a different aspect of the park. Various trail routes were suggested. Noise, vegetation compaction, wildlife disturbances, conflict with other uses and poor behaviour by some operators were cited by many as reasons why snowmobiles should be kept out of the park.

A few people suggested that air boats and power boats be examined by the planning team as methods of access on some of the major rivers and lakes in the park. Others did not support this. They saw power boats scaring animals and annoying the wilderness seeker. Almost all who spoke of this thought that boating on Kathleen Lake would be okay. Another idea put forward was to run bus-boat tours into Mush and Bates Lakes. Boating will be discussed later under recreational uses of the park.

An aerial tramway on the east side of the Slims River from the Alaska Highway to the top of Vulcan Mountain, lifts in other locations, and monorails were suggested as good methods of access into the park which would cause little environmental damage.

Air Access

Those who supported air access into the park viewed this as the least damaging and best way to see the interior ranges and icefield. On the other hand some felt that the helicopter and airplane were detached experiences and that the only way to really understand what Kluane was all about was to be down on the ground with it.

One of the major concerns of those who spoke for or against helicopters was that of the noise impact of these craft on wildlife and other park visitors who value the wilderness character of the area. If there were no landings there would be very little effect on the landscape and vegetation but the effect on the park's animals was the big question. Would aircraft, especially helicopters, affect them? Some in their experience have seen animals grow accustomed to the flying above them, while others have seen them scatter in panic. Suggestions to control this ranged from a total ban to the control of altitude, routing, and time of year for these flights.

Many commented on the high cost of helicopter travel in the park. They expressed fear that unless this was subsidized only the rich could afford to use this method. It was suggested too, however, that the cost of building a road into the park would buy an awful lot of helicopter time.

Another area of concern was the effect of weather in limiting air access to less than 50% of the time. Some thought that helicopters would be more practical than fixed wing, others saw the plane as quieter and less disturbing to the animals.

People believed the helicopter and to a lesser degree fixed wing aircraft would provide a magnificent visual experience of the park to a good majority of the park visitors. It was felt that the main drawbacks were the noise with the resulting disturbances of the park wildlife and ground visitors and the superficial character of the

experience it offers.

Other comments made about aircraft in the park:

- a) Parks personnel need the helicopter to carry out their duties;
- b) The helicopter should not be used for work in the park until the true impact is known;
- c) Aircraft should fly on fixed routes;
- d) One advantage of aircraft is their flexibility of routing;
- e) Aircraft would cause an impact over a larger area than would roads;
- f) Flying should be done above designated altitudes;
- g) Older people should be able to fly into the park; others can walk;
- h) Continue to allow climbing parties to use helicopters for supply.

Access By Natural Power

FOOT

Trails for the use of hikers and backpackers were suggested for many areas and for various reasons. Day hiking trails were recommended particularly for the use of families. Such trails would start at the Alaska Highway, at the end of the existing mining roads, or from any new roads. Longer trails for backpackers should provide access to some of the major features in the park. Foot travel was seen as the best means of access in order to keep the park as natural as possible. There were a few people who supported foot travel but wanted no trails cut.

HORSES

Some people thought that horse travel was the answer to all or part of the access question. The horse would allow a greater number of people to see the park with little impact. However, some wanted separate trails for horses and others were opposed to horses in the park. The opposition to the horse stemmed from a variety of concerns. The trampling and widening of hiking trails, the competition for feed between park animals and horses, and the foreign plants which may be introduced in the manure were mentioned. A few expressed their dislike of being on trails made unhikable by horses.

WATER

A few thought that canoes and kayaks could provide access into the park on the lakes and the Alsek and Tatshenshini Rivers. Others pointed out that only the most experienced could travel on these rivers and that the weather on the large open lakes in the park could be very unpredictable and dangerous.

Many routes for trail were recommended. They have all been mapped and will be considered by the planning team as the alternative concept plans are developed.

RECREATIONAL USES

The location and mode of access will in many ways determine the recreational uses which will be made of the park. A variety of activities were discussed for which opportunities and facilities should or should not be provided.

Hiking And Backpacking

Hiking and backpacking were considered the preferred recreational use of the park. It was felt that travel on foot into the park would give the visitor the best appreciation of the natural wilderness of Kluane. At the same time concern was expressed about the possible impacts small and large numbers of walkers would have on the park. It was suggested that hikers can do just as much damage as cars and that any amount of garbage left behind will cause backcountry problems. There was discussion too of difficulties that will be encountered in the park. It was pointed out that generally the terrain is dangerous to casual hikers and that foot travel was slow. Many swift flowing rivers presented major obstacles. Another major conflict was human-wildlife contacts especially with grizzlies.

Many suggestions were given on how to alleviate some of the conflicts and problems.

- a) allow backpacking on a restricted basis;
- b) parties should be no larger than 8 preferably 6;
- c) have guides with backpacking parties;
- d) develop a backcountry reservation system;
- e) allow camping only in designated areas;
- f) police trails closely;
- g) grade hiking routes as to difficulty;
- h) design backcountry uses to cause a minimum of impact;
- i) build shelters (this will be looked at under accommodation);
- j) educate and warn people of the dangers of Kluane wilderness hiking;
- k) mark trails; and
- l) no one should be permitted to enter the park.

Many routes for trails were recommended. They have all been mapped and will be considered by the planning team as the alternative concept plans are developed.

Skiing

Many felt that cross country skiing and touring would be compatible with the wilderness character of the park and that this winter use should be developed.

Certain routes were recommended. Generally people supported the use of horse and foot trails for winter skiing activities. It was also suggested that guides accompany all skiers. Some were concerned with snow compaction caused by skis. Many were opposed to snowmobiles being used near skiers.

The planning team was also asked to look at the feasibility of downhill and helicopter skiing in the park, for some felt that a small area set aside out of the vast expanse of the park would do little harm.

Climbing

Mountaineering was seen as an activity that would continue to increase in popularity. Climbers were concerned that they be allowed to continue using private helicopters to fly into climbing areas and to supply their expeditions. There was a comment that parties on foot should use defined access routes into the park.

Fishing

Although a few people were opposed to fishing in Kluane, generally most supported this activity. Some were concerned over the fishing pressures, especially on Kathleen Lake. They recommended that yearly fish population studies be undertaken. Others suggested that fishing be carefully regulated and monitored. There were a number of questions raised with regard to park fishing regulations and licences and why these were different than the Territorial Government's.



Present visitor use at Kathleen Lake

Other Recreational Activities

Motorized forms of recreation such as trailbikes and ATVs were generally viewed with disfavour. With the paving of the Alaska Highway, a few felt that bicycle touring would increase and should be planned for in the park. As a recreational pursuit, boating was thought to be compatible in some areas of the park especially Kathleen Lake. Some stated that canoeing and kayaking could be recognized in planning Kluane. A few felt that boating should be allowed on all lakes in the park. Much of the discussion on boating concerned the noise and pollution of motor boats. Some thought that they should be banned from Kluane. It was also suggested that boating be allowed only on Kathleen Lake. Some pointed out that there were many large lakes in the region to support this activity. Another concern discussed was the relative importance of recreational activities in general. Some felt recreational opportunities should be a responsibility of a national park particularly for the residents of the local area. Others stressed the need for wilderness preservation to have priority over recreational uses.

Sightseeing

Probably the most popular recreational use of any National Park is that of sightseeing. The viewing of the wonders of any natural area is an experience that is enjoyed by most. Thus, having a park that few people could see was seriously questioned.

The type and location of access is tied very closely to what people would like to see. Some wanted to see the spectacular landscape on a grand scale. They saw this accomplished by flying over the park

or to a lesser extent by viewing from a lift station at the top of a mountain. Others wanted to view a specific site as they have done in other parks. For example a road into view a glacier or other park features. Still others felt that the only way to really experience the park was to be on foot or horseback. At that scale it was felt that man would have a better understanding of the whole make-up of the park. And still a few others who wanted no access into the park suggested that there are already over 60 miles of 'windshield gazing' of Kluane along the Haines Road and Alaska Highway, plus many more miles of scenic grandeur along these highways where they do not parallel the park boundary. They also suggested that recreational opportunities in general could be better supplied outside of the park by the Territorial Government.

ACCOMMODATION AND SERVICES

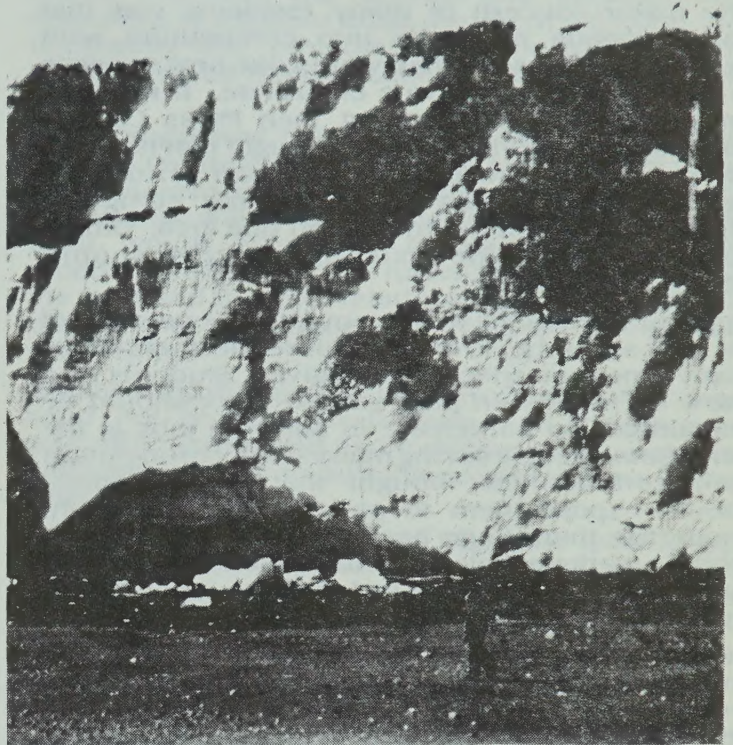
In the National Parks system there are many varied parks some of which have been established for many years. In some hotels, restaurants and other services were allowed to develop from the beginning. The result has been the rise of major townsites in a number of parks, townsites which many people find objectionable. Experiences or understanding of other service developments particularly in some southern parks, along with the fact the existing service suppliers have served the Kluane area well over many years, prompted many to suggest that commercial facilities should be developed outside of the park. Most commenting on this point thought that private enterprise is best equipped to handle this. These services should also be located in the existing centres near the park. A few people, however, stated that a hotel in the park would be desirable. In Kluane some felt that camping should be provided outside the park. Others saw advantages to having campgrounds within the park and both primitive and serviced campsites were suggested. Some comments were made about the lack of showers and dumping facilities at Kathleen Lake campground.

Other forms of accommodation which received much debate were backcountry shelters and hostels. It was suggested by some that hostels should operate outside the park. If allowed within, then they should be open to all.

Because of the extremely changeable weather in the park, the potential bear problems, and some possible long rugged trails, there were suggestions that shelters could be erected in the backcountry. A few thought that we should use as an example those on the American side of the Chilkoot Trail.

Debate on this topic centred around two possible problems. The first concerned the hiker's dependence on the shelter; his arrival without the proper tenting equipment only to find the shelter full. One person recommended a reservation system to correct this. The second problem focussed on the impact which a shelter, by concentrating use, would have in one area. Some saw this as good pointing out that this would allow parks personnel to monitor people's impact and activity. Others saw this concentration contributing to the destruction of an area. They felt that there should be no shelters in the park, that absence of shelters would spread the use and impact throughout the park, causing little damage to one area.

The question of concessions in the park was discussed by a few. Concessions were thought possible in the trail riding and guiding businesses. One group thought that they could provide tent frames on the Donjek for overnight airboat tours.



Toe of one of Kluane's glaciers

INTERPRETATION

We heard many compliments as well as ideas for improving the interpretive program at Kluane. Some saw a need to expand the existing programs and hire more staff so that the scope could be both local and national. Educating people about the tremendous biological resources and ecosystem of Kluane was seen as very important. A few thought that direct visitation to the park's features was not required and that good audio-visual presentations would do the job. Others felt that the park would be valuable to school groups and the education system, and that staff and facilities should be made available for this purpose. It was suggested that a few of the long time native residents be hired to give campfire talks about the area's past.

HISTORY

It was suggested that Parks Canada should work closely with the Yukon Territorial Government and local groups to preserve some of the region's history. Assistance with the operation of the Kluane Natural History Museum at Burwash Landing and the restoration of Silver City on Kluane Lake were mentioned as possible projects.

Within the park, the preservation and interpretation of some of man's activities was felt by some to be important. Two activities suggested were mining and traditional lifestyles.

REGIONAL

Any park developments that come from the master plan will cause further changes to the towns and other locations along the highway. What did the people who spoke or wrote to the planning team think of these possible impacts?

Some people felt there would be benefits to the local economy from having tourists stop at park facilities. The major concern of many residents was that Parks Canada might go into competition with existing businesses. They would like new services to be provided by private enterprise. If no good proposals were forthcoming, then Parks Canada could supply services. Some thought that national parks were geared to tourism and any developments should be spread out along the highway to lessen the impact on one area. Others suggested that the existing centres should accommodate these.

Opportunities in the development and operation of the park should go to locals. This request was heard many times and specific ideas given. Students who show an interest in park related work should be encouraged to participate in summer jobs at the park. Some people seeing many school drop-outs in their communities thought that Parks Canada should expose them to park jobs. This might encourage them to go back to school and train to work in parks or related fields. In any case Parks Canada should continue its local hiring policy and try to extend it to warden and naturalist trainees.

One group felt that most economic benefits would go to the existing business operators, not to the long-term native residents. A few declared that a permanent park would provide a good economic base for the region.

One other concern raised by some was the effect that the grazing of domestic stock in the park would have on both the vegetation and the wildlife.

TOURISM

Many comments were made with regard to tourists and the tourist business. Some thought that only Americans would benefit from any development in the park, that Yukoners would make up only 5 - 10% of the park visitors and other Canadians about the same. A few feared that development pressures would come from the foreign majority. It was also pointed out that surveys of travellers on the Alaska Highway indicate that the average age is 44 and that these older people will require more amenities in the way of access and facilities if they are going to visit the park. Another person told us that many generations of tourists who passed along the highway never knew what was in there and are no worse off for it.

It was suggested that air and ground tours should be organized from Haines Junction. Because the price of gasoline will continue to increase, more and more people will be arriving in the Yukon on bus tours. Some thought that this should be taken into consideration when planning.

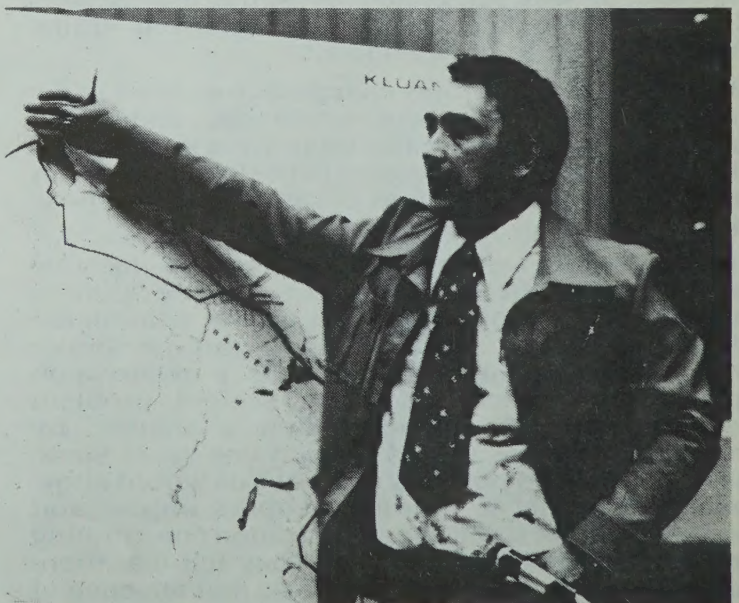
One other area of concern was raised. A few people thought that the standards of accommodation and services were low and that businesses should be encouraged to upgrade and clean their properties.

PARK OPERATIONS

An area of interest to many, especially those living near the park, was the present and future operation of the park. Many questions were asked of the planning team. Questions focussed on the future of the small bus trips into the Mush Lake; on the present activities in the park; on plans for fire control; on climbing activities; on bears; on warden locations and operations; on backpacking registration and regulations; and on managing the resources in the park. Besides the questions asked many interesting suggestions were made. Some of these were:

- a) Put wood in the campground;
- b) There should be more garbage cans;
- c) Direct invitations to tender to local contractors;
- d) Garbage regulations to be effective must be enforced outside of the park's boundaries;
- e) Establish a small committee of interested outsiders to receive complaints from park users;
- f) Establish an Archives of Kluane Park preferably in Haines Junction;
- g) Any development that does take place should take into consideration the safety of the park visitor;
- h) Re-design the present hiking permit system;
- i) Make sure that there is adequate and full opportunity for resource input into all developments in the park;
- j) Employ a resident park ecologist;
- k) No free ranging horses should be allowed in the park;
- l) Strict rules should apply to fires and garbage.

In one particular meeting there was strong debate over whether the resources of the park needed to be managed. Some felt that the wildlife and vegetation needed management, others stated that these had survived quite well long before man and his management arrived on the scene.



Park Superintendent Jim Masyk answering a question at Whitehorse meeting

NATIVE CONCERNS

A question that was raised at all of the meetings and in many briefs was that of traditional Native activities in the park. Some of the Native people in the area wanted to know when they could begin to hunt for food in the park and what would be the ground rules. They said that the National Parks Act stated that they could and that the Minister has assured them of this.

Many non-natives were concerned over this activity in the park. They saw the park as an area that has not been hunted over the last 35 years and wondered why hunting should start now. Others felt that this was not a proper activity in a National Park which had been set up to preserve this land for future generations. Still others stated that recreational activities would be impossible if hunting were allowed and that access along roads and trails could be dangerous. A few people suggested that above all, hunting, trapping and fishing should not be allowed to lower the wildlife population below carrying capacity levels.

Area Natives were concerned that the possible economic benefits of the park would by-pass their communities. They had a number of suggestions on this point:

- a) Need more training in skilled park positions; they have always heard that they can train as labourers and mechanics but what of other opportunities;
- b) Want park policy to push for and require the training of Natives for managerial positions;
- c) Parks should come out and support Native developments and enterprises that may be associated with the park;
- d) Some day the staff at Kluane National Park should be all Native;
- e) The park should hire Native teenagers in the summer to give them an idea of the job opportunities that are available to them.

The question of land claims arose. Many were concerned about the effect the claims will have on the park especially of how the boundaries will be affected.

BOUNDARIES

Since Kluane was set aside in 1972 many people have wanted more areas included in the park. This request continued to be made by many at the meetings, at drop-in centres, in letters and in briefs. Some of the main areas suggested to be included were: the range of many of the large mammals of the area (caribou in the Burwash Upland and Wolverine Creek Plateau), the scenic and recreational resources of adjacent areas (northern B.C.), and the interesting and valuable landscape resources of adjacent areas (Kluane Lake or the Klutan Glacier area).

A few suggested that it was not the ice and high interior mountains that needed protection but the fragile lower valley areas along the Haines Road and Alaska Highway. If these were not included the park itself would eventually be damaged. It was recommended that in the future we look carefully at the land and the inter-relationship of the resources before the boundaries of National Parks are established.

In extending the boundaries a few thought that there need not be any interference with the present mining activities and that it will be very expensive and unnecessary to buy the present claims in the Burwash Uplands.

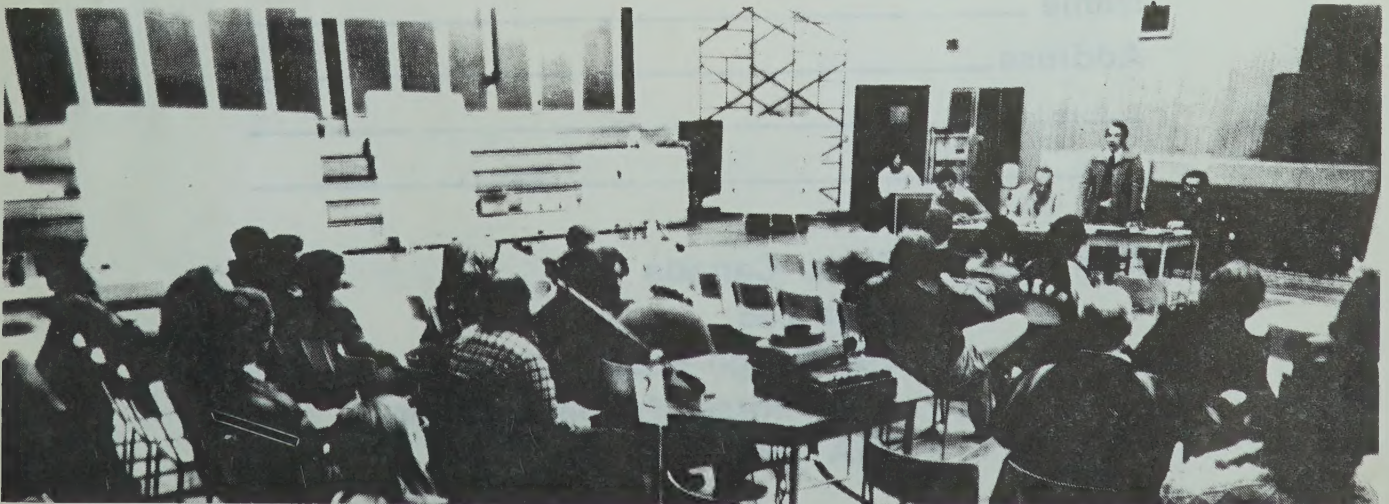
Others felt the park was too large and questioned whether the mineral and hydro potential of the park area had been studied enough before the park was established.

GAME SANCTUARY

Many people were confused with the present status of the sanctuary. Others wondered about the impact of access through it to the park. Some stated that it was difficult to explain to tourists the differences between the park and sanctuary. Others thought that development controls on lands bordering the park should be provided for in the Master Plan.

PLANNING PROCESS

People participating in the Information Exchange Stage of the planning program not only had ideas and comments about the planning of the park but also had questions about the planning process itself:



Whitehorse public meeting

- a) What does a master plan look like;
- b) What criteria will be used to develop the alternative concept plans;
- c) How are the public's ideas considered and how much weight do they have in the planning;
- d) Which ideas will be chosen;
- e) How much of a vote will local people get as opposed to people down south;
- f) Who has the final say in the plan; and
- g) What planning has gone into the interpretive opportunities?

Along with these questions there were a few ideas put forward;

- a) Make the decision on what kind of park Kluane should be rather than follow user trends;
- b) Clarify whether this will be a use area or a preservation area; and
- c) Representations made at public hearings are not representative of the potential park using public.

NATIONAL PARK SYSTEM AND POLICY

People during the meetings and in letters asked questions about the national park system and the

policy that guides its planning and management. The following is a summary of the questions asked:

- a) To what extent do developments and access opportunities in other parks affect the planning of Kluane National Park?;
- b) Are there plans for other National Parks in the Yukon?;
- c) Does Parks Canada actively advertise its parks;
- d) Should the park be used as a big attraction for getting people into the Yukon;
- e) What is the policy on cottages in a National Park; and
- f) What plans are there for other national parks in the Yukon?

THE NEXT STAGE

Now the first stage has been completed, the planning team will study all the information gathered and develop a number of different ideas about Kluane's future. These will be published, and their review will form the second stage of public discussion. We expect to have these printed in January, and will send them out to everyone on our mailing lists. In the meantime, we will also send out more information about the alternative plans and preparations for public meetings to discuss them.

Yes, I would like to continue receiving information about the planning program for Kluane National Park.

Name _____

Address _____

Mail to: **Parks Canada**
 Area 256
 200 Range Road
 Whitehorse, Yukon Territory
 Y1A 3V1

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